

The necessary foundation has already been laid for the inauguration of the policy just described. It would be unwise to begin by doing too much, for a great deal will doubtless be learned, both as to what can and what cannot be safely attempted, by the early efforts, which must of necessity be partly experimental in character. At the very beginning the government should make clear, beyond shadow of doubt, its intention to pursue this policy on lines of the

broader public interest. No reservoir or canal should ever be built to satisfy selfish personal or local interests; but only in accordance with the advice of trained experts. Long investigation has shown the locality in which the conditions combine to make the work most desirable and fruitful with the greatest usefulness to the community as a whole. There should be no extravagance, and the believers in the need of irrigation will benefit their cause by seeing to it that it is free from the least taint of excessive or reckless expenditure of money.

Whatever the Nation does for the extension of irrigation should harmonize with, and tend to improve, the condition of those now living on irrigated land. We are not at the starting point of this development. Over two hundred millions of private capital has already been expended in the construction of irrigation works, and many millions of acres of arid land reclaimed. A high degree of skill and ability has been shown in the work itself, and it need not be said in reference to the laws relating thereto. The security and value of the homes created depend largely on the stability of titles to water; but the majority of these rest on the uncertain foundation of court decisions rendered in ordinary suits at law. With a few distinctive exceptions, the arid states have failed to provide for the certain and just division of streams in times of scarcity. Law and uncertain laws have made it possible to establish rights to water in excess of actual uses or necessities, and many streams have already passed into private ownership, or a control equivalent to ownership.

Whoever controls a stream practically controls the land it renders productive, and the doctrine of riparian rights is the

spart from land cannot prevail without causing enduring wrong. The recognition of such ownership, which has been permitted to grow up in the arid regions, should give way to a more enlightened and larger recognition of the rights of the public in the land. The public should be able to obtain supplies. Laws founded upon conditions obtaining in humid regions, where water is so abundant to justify hoarding it, have no proper application in a dry country.

In the arid states the only right to water which should be recognized is that of use. In the humid states it is the right of ownership reclaimed and be inseparable from land. Granting perpetual water rights to others than users, without compensation to the public, is open to all the objections which apply to giving away perpetual franchises to the public utilities of cities. A few states have already recognized this, and have incorporated in their constitutions the doctrine of perpetual state ownership of water.

The benefits which have followed the un-

aided development of the past justify the Nation's aid and cooperation in the more difficult and important work yet to be accomplished. Laws so vitally affecting the welfare of the country can be made effective only when they supply will only be effective when they have the sanction of the irrigators; reforms can only be final and satisfactory when they come through the enlightenment of the people most concerned. The largest development which national aid insures, should, however, awaken in every irrigator the determination to make his irrigation system equal in justice and effectiveness to the best in the country. It is the present duty of every irrigator to make his own. Nothing could be more unwise than for isolated communities to continue to learn everything experimentally, instead of profiting by what is already known elsewhere. We are dealing with a new and

momentous question, in the pregnant years while institutions are forming, and what we do will affect not only the present but future generations.

Our aim should be not simply to reclaim the largest area of land and provide homes for the largest number of people, but to create for this new industry the best possible social and industrial conditions; and this requires that we not only understand the existing situation, but avail ourselves of the best experience of the time in the solution of its problems. A careful study should be made, both by the Nation and the States, of the irrigation laws and conditions here and abroad. Ultimately it will probably be necessary for the Nation to cooperate with the several arid States in proportion as these States by their legislation

and administration show themselves fit to receive it.

Insular Affairs.

In Hawaii our aim must be to develop the Territory on the traditional American lines. We do not wish a region of large estates tilled by cheap labor; we wish a country where the American community of men who themselves till the farms they own. All our legislation for the islands should be shaped with this end in view; the well-being of the average home-maker must afford the true test of the healthy development of the islands. The land policy should be as nearly as possible be modeled on our homestead system.

It is a pleasure to say that it is hardly more necessary to report as to Porto Rico than as to Cuba. The islands within our continental limits. The islands thriving as never before, and it is being administered efficiently and honestly. Its people are now enjoying liberty and order under the protection of the United States, and upon this fact we congratulate them and ourselves. Their material welfare must be as carefully and jealously considered as the welfare of any other portion of our country. We have given them the great gift of freedom and access to the markets of the United States. I ask the attention of the Congress to the need of legislation concerning the public lands of Porto Rico.

In Cuba such progress has been made toward putting the independent government

of the island upon a firm footing that before the present session of the Congress closes this will be an accomplished fact; and I will then start as her own mistress; and to the beautiful Queen of the Antilles, as she unfolds this new page of her destiny, we extend our heartiest greetings and good wishes. Elsewhere I have discussed the question of reciprocity. In the case of Cuba, however, there are weighty reasons of morality and of national interest why the policy should be held to have a peculiar attraction, and more than any other your attention to the wisdom, indeed to the vital need, of providing for a substantial reduction in the tariff duties on Cuban imports into the United States. Cuba has in her constitution affirmed what we desired, that she should stand, in international matters, in closer and more friendly relations with every one of her neighbors; and we are bound by every consideration of honor and expediency to pass commercial measures in the interest of her material well-being.

Problem in the Philippines.

In the Philippines our problem is larger. They are very rich tropical islands, inhabited by many varying tribes, represent-

in widely different stages of progress toward civilization. Our earnest effort is to help these people upward along the stony and difficult path that leads to self-government. We hope to make our administration of the islands honorable to our Nation by making it of the highest benefit to the Filipinos themselves; and as an earnest of what